

Homeland Security Exercise and Evaluation Program (HSEEP)
After-Action Report December Rain Tabletop Exercise

December Rain TTX

12/12/13

After Action Report/Improvement Plan

January 10, 2014

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4. Points of Contact:

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EXECUTIVE SUMMARY

The City of Santa Fe Office of Emergency Management conducted a Table-Top Exercise (TTX) to test the City's Emergency Operations Center (EOC) management capabilities. The primary objective of the exercise was to evaluate the City's organizational ability to manage response and recovery operations for a large-scale emergency or disaster impacting the City. Secondary objectives included evaluating the roles City Department Directors, Division Directors, and other EOC representatives, to include private sector, non-profit organizations, and the Santa Fe Public Schools) level of comfort with their anticipated role in an EOC activation, staffing and resource needs for extended EOC operations, and to identify gaps in EOC-specific training.

The exercise was developed through input from a planning team composed Santa Fe Fire Department and Santa Fe Police Department representatives. Additional exercise input was provided by members of the City's Situation Assessment Team during quarterly drills.

The purpose of this report is to analyze exercise results, identify strengths to be maintained and built upon, identify potential areas for further improvement, and support development of corrective actions.

Major Strengths

The major strengths identified during this exercise are as follows:

- Participants displayed a high level of knowledge regarding the resources (to include equipment and personnel) their agency can bring to bear in an emergency.
- Progress has been made since the last exercise as to the role City Departments and Divisions would play in the EOC and how their day-to-day responsibilities translate to an EOC environment.

Primary Areas for Improvement

Throughout the exercise, several opportunities for improvement in the City of Santa Fe's ability to manage emergency response and recovery operations were identified. The primary areas for improvement, including recommendations, are as follows:

- Additional EOC training, perhaps by EOC function (Logistics, Planning, Operational Branches, Finance, and Command Staff), followed by a functional EOC exercise could further improve role and responsibility clarity.
- City Departments and Divisions need to review their internal emergency contact procedures and ensure resource databases are current and available.
- Uninterrupted Power is need at the EOC
- Revising the Current Emergency Operations Plan to better capture the transition from day-to-day operations into EOC operations and develop job aids/checklists for EOC opening and demobilization as well as for each staffed EOC position.

Overall, this exercise successfully addressed the goals and objectives identified by the exercise planning team. Future exercises will evaluate the efficacy of additional training, EOC representative competency, and adequacy of EOC planning efforts, equipment and technology.

SECTION 1: EXERCISE OVERVIEW

Exercise Details

Exercise Name

December Rain Table-Top Exercise

Type of Exercise

Tabletop

Exercise Start Date

12/12/13

Exercise End Date

12/12/13

Duration

4 Hours

Location

Santa Fe Community Convention Center
201 W. Marcy Ave.
Santa Fe, NM 87501

Sponsor

Santa Fe Office of Emergency Management

Program

This exercise was funded in part by the 2012 State Homeland Security Grant Program.

Mission

Response

Capabilities

Emergency Operations Center Management

Scenario Type

This exercise focused on the City of Santa Fe's Emergency Operations Center response to a flood and civil disturbance.

Exercise Planning Team Leadership

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Participating Organizations

Santa Fe Office of Emergency Management
Santa Fe Police Department
Santa Fe Fire Department
Santa Fe Public Works Department
Santa Fe Land Use Department
Santa Fe Public Utilities Department
Santa Fe Communications Division
Santa Fe City Manager's Office
Santa Fe ARES
Santa Fe Transportation Department
Santa Fe Finance Department
Santa Fe Human Resources Department
Santa Fe Public Schools
New Mexico Department of Homeland Security and Emergency Management
New Mexico Department of Health
Santa Fe Regional Emergency Communications Center
American Red Cross of New Mexico
CHRISTUS/St. Vincents Regional Medical Center
Santa Fe Virtual Operations Support Team
CSI Security

Number of Participants:

- Players: 34
- Controllers: 1
- Evaluators: 1
- Facilitators: 1

SECTION 2: EXERCISE DESIGN SUMMARY

Exercise Purpose and Design

This exercise was designed to test the City's ability to maintain emergency operations, incident management support, and situational awareness via an Emergency Operations Center (EOC).

Exercise Objectives, Capabilities, and Activities

Capabilities-based planning allows for exercise planning teams to develop exercise objectives and observe exercise outcomes through a framework of specific action items that were derived from the Target Capabilities List (TCL). The capabilities listed below form the foundation for the organization of all objectives and observations in this exercise. Additionally, each capability is linked to several corresponding activities and tasks to provide additional detail.

This exercise was designed to assess the following components of the City of Santa Fe's EOC Management capabilities, based on criteria outlined in the Target Capabilities List:

- Res.B1c 1.1.1: Develop standard operating procedures for activation, operation, and deactivation of EOC
- Res.B1c 3.1: Establish organization/Operation of EOC
- Res.B1c 3.3.3: Direct all support organizations participating in EOC
- Res.B1c 3.3.1: Coordinate jurisdictional emergency management operations.

Scenario Summary

Following an historic snowfall in Santa Fe, unseasonably warm temperatures are forecast for the area. Temperatures are expected to reach 52 degrees. In conjunction with the warm tropical air, a storm system has brought heavy rains to the Santa Fe area (forecasts call for rainfall rates of up to 1.5" per hour through the evening). Minor flooding has already been reported throughout the City. The SFFD and SFPD have responded to numerous calls for stranded motorists and reports of water entering homes are being reported in the media. Additionally, a yellow foam has been seen floating on top of runoff in the Santa Fe River, causing some to suspect the water supply has been poisoned, leading to protests in Santa Fe's Plaza.

SECTION 3: ANALYSIS OF CAPABILITIES

This section of the report reviews the performance of the exercised capabilities, activities, and tasks. In this section, observations are organized by capability and associated activities. The capabilities linked to the exercise objectives of December Rain Tabletop are listed below, followed by corresponding activities. Each activity is followed by related observations, which include references, analysis, and recommendations.

Capability 1: Emergency Operations Center Management

Capability Summary: Emergency Operations Center (EOC) Management is the capability to provide multi-agency coordination (MAC) for incident management by activating and operating an EOC for a pre-planned or no-notice event. EOC management includes EOC activation, notification, staffing, and deactivation; management, direction, control, and coordination of response and recovery activities; coordination of efforts among neighboring governments at each level and among local, regional, State, and Federal EOCs; coordination public information and warning; and maintenance of the information and communication necessary for coordinating response and recovery activities. For this exercise, the conduct of this exercise focused on identifying a suitable location for an EOC, delineation of roles and responsibilities, resource requirements, and EOC training needs.

Activity 1.1: Direct Emergency Operations Center Tactical Operations

Observation 1.1, EOC Training: EOC Representatives indicated additional, position-specific training is required for all EOC Representatives and their alternates. An overview of the Incident Command System as it pertains to EOC operations is also needed. These training opportunities should be followed by an operations-based EOC exercise.

References:

1. City of Santa Fe Multi-Year Planning, Training, and Exercise Schedule

Analysis: Position-specific training for Operational branches, Planning, Administration, and Logistics Sections, and Command Staff could provide a better understanding of where specific EOC Representatives fit into the larger EOC picture, as well as provide opportunities to cross-train EOC Representatives to fill other EOC Positions as needed. Actually “turning on the lights” at the EOC and engaging in planning, resource management, public information and warning, and other critical EOC tasks will reinforce this training.

Recommendations:

1. Continue to provide EOC/ICS trainings to City Staff while developing and providing position-specific EOC training opportunities.
2. Schedule a Functional EOC Exercise for 2014.

Activity 1.2: Develop and Maintain Plans, Procedures, Programs, and Systems.

Observation 1.2, EOC Resource Availability: Some exercise participants expressed a need to have a better picture of the resources that can be provided by their organization during an emergency. Notifying these resources of an emergency could also prove difficult, especially during an incident with communications or electrical outages.

References:

1. City of Santa Fe Emergency Resource Guide

Analysis: While the City's Office of Emergency Management maintains a database of resources that can be called upon to assist with emergency response and recovery operations, this list is not comprehensive, does not include non-typed resources, and does not include a lot of personnel resources. Department and Division Directors need to have the ability to contact their employees and have knowledge of (or be able to obtain knowledge of) the location of all of their resources, especially during an emergency.

Recommendations:

1. Continue to update the City's Emergency Resource Guide
2. Department and Division Directors should develop redundant communications systems and contact lists to reach their staff in an emergency

Observation 1.3, EOC Infrastructure: Currently, the City's Primary Emergency Operations Center does not have an adequate uninterrupted power supply.

References:

1. City of Santa Fe EOC Needs Assessment

Analysis: The City's Primary Emergency Operations Center's emergency generator is only sufficient enough to provide emergency lighting and not maintain critical services. Mobile emergency generators are available to the City in an emergency, however, a dedicated emergency power supply to ensure the City's EOC can operate during an emergency or disaster regardless of the availability of grid-provided power is critical.

Recommendations:

1. Procure a suitable uninterrupted power supply for the City's Primary Emergency Operations Center.

Observation 1.4, EOC Planning: The current Emergency Operations Plan is considered by some to be too complex and difficult to use, especially during an emergency. The ability to utilize checklists for most EOC-related tasks and job aids to assist with the conduct of EOC Representative's roles and responsibilities are needed.

References:

1. City of Santa Fe Emergency Operations Plan

Analysis: Developing an Emergency Operations Plan to serve as the framework for how City Departments and critical partners will manage operations via the EOC during an emergency that is simple and easy to use could improve the City's ability to manage large-scale emergencies and disasters and allow City emergency operations to begin more quickly. Utilizing checklists and job aids that describe who does what, when do they do it, where do they do it, and how they do it seems to be what will most benefit EOC Representatives.

Recommendations:

1. Revise the City's current Emergency Operations Plan, focusing on ease of use, critical tasks to be performed, resource and contact lists, and checklists to assist with the conduct of emergency operations.

SECTION 4: CONCLUSION

The City of Santa Fe faces an array of hazards, both natural and human-caused. The impact of these hazards is dependent, in part, on the efficacy and timeliness of the City's response and management of recovery operations. Establishing an Emergency Operations Center in the early part of a large emergency or disaster response can greatly benefit the City's overall response and set the tone for efficient recovery operations. Through the conduct of this exercise, roles and responsibilities of EOC Representatives were clarified, the need for more frequent and focused EOC and ICS training was recommended, increased "usability" for the City's Emergency Operations Plan was suggested, and the need for a redundant, uninterrupted power supply were identified. Those present for the exercise indicated their support for increasing the City's Emergency Operations Center readiness and capabilities.

APPENDIX A: IMPROVEMENT PLAN

THIS IP HAS BEEN DEVELOPED SPECIFICALLY FOR THE CITY OF Santa Fe as a result of December Rain Table Top Exercise conducted on December 12th, 2013. These recommendations draw on both the After Action Report and the After Action Conference.

Table A.1 *Improvement Plan Matrix:*

Capability	Observation Title	Recommendation	Corrective Action Description	Capability Element	Primary Responsible Agency	Agency POC	Start Date	Complete Date
Emergency Operations Center Management	Observation 1.1, EOC Training:	1. Continue to provide EOC/ICS trainings to City Staff while developing and providing position-specific EOC training opportunities.	Further refine EOC/ICS training to include EOC Position-Specific training opportunities.	Training	SF OEM	A. Phelps	Jan, 2014	Ongoing
		2. Schedule a Functional EOC Exercise for 2014.	Continue planning for EOC Functional Exercise in July, 2014.	Exercise	SF OEM	A. Phelps	Jan, 2014	July, 2014
	Observation 1.2, EOC Resource Availability:	1. Continue to update the City's Emergency Resource Guide	Provide annual City-wide Emergency Resource Guide Review.	Planning	SF OEM with all City Agencies (Dept. and Div. Directors)	N/A	Jan, 2014	Ongoing

		2. Department and Division Directors should develop redundant communications systems and contact lists to reach their staff in an emergency	Ensure Department and Division Contact Lists are current and updated regularly, and include more than one method of contact (e.g. Cell phone, home phone, email.)	Planning	All City Agencies (Dept. and Div. Directors)	N/A	Jan, 2014	Ongoing
	Observation 1.3: EOC Infrastructure:	1. Procure a suitable uninterrupted power supply for the City's Primary Emergency Operations Center.	Identify the emergency power needs for the City EOC and procure funding for the installation of the needed generator.	Equipping	Public Works with SF OEM	D. Pfiefer	Jan, 2014	Ongoing

	Observation 1.4: EOC Planning	1. Revise the City's current Emergency Operations Plan, focusing on ease of use, critical tasks to be performed, resource and contact lists, and checklists to assist with the conduct of emergency operations.	Begin a complete review and revision (as needed) of the City's Emergency Operations Plan, following the guidance put forth in the CPG 101 and the NM DHSEM EOP Crosswalk.	Planning	SF OEM with all City Agencies (Dept. and Div. Directors and Agency/Organization Partners)	A. Phelps	Jan, 2014	June, 2014
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APPENDIX B: ACRONYMS

TABLE F.1: ACRONYMS

Acronym	Meaning
AAR/IP	After Action Report/ Improvement Plan
ARES	Amateur Radio Emergency Services
CPG	Comprehensive Preparedness Guide
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
ICS	Incident Command System
NM DHSEM	New Mexico Dept. of Homeland Security and Emergency Management
SF OEM	Santa Fe Office of Emergency Management
SFFD	Santa Fe Fire Department
SFPD	Santa Fe Police Department
TCL	Target Capabilities List
TTX	Table Top Exercise